

## D. ISSUE BRIEFS

### ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

#### Related Issues:

ISSUE 2: Pennsylvania has an incomplete network of historic preservation leaders, advocates and allies.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

ISSUE 7: Pennsylvania's historic communities are increasingly vulnerable to flooding, which threatens resources and community character. *This issue is currently under study by PHMC; a revised description of this issue is expected upon study completion*

#### Related Themes from Public Engagement:

X	Attitudes/Perceptions	X	Demographics		Economics	X	Education
X	Incentives	X	Leadership	X	Local/Municipal	X	Planning
	Resource Specific:						

#### Definition and Context:

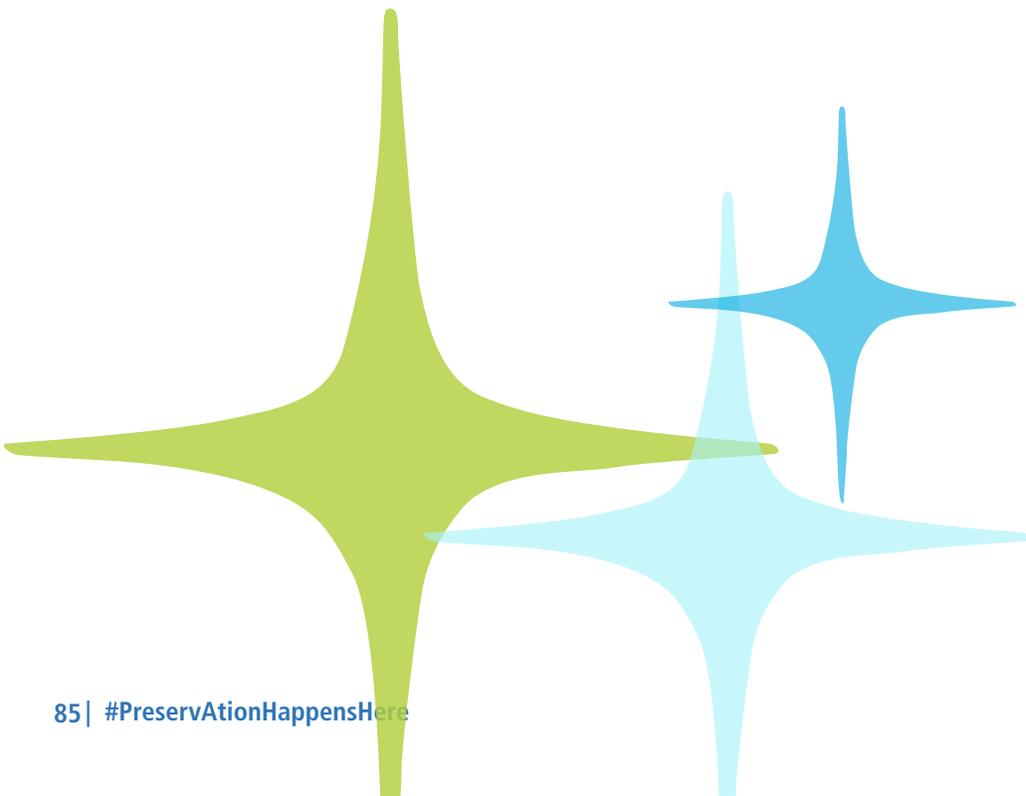
- I. The quality of municipal planning is inconsistent across the commonwealth. Although many municipalities have comprehensive plans, particularly in the southern half of the state, these plans vary greatly in their level of thoughtfulness and innovation related to preservation of a sense of place. Many municipalities do not have an enabling climate for historic preservation. They combine a variety of planning tools to address issues of redevelopment, infill construction, infrastructure development and codes, which may or may not include preservation ordinances or perspectives. In some communities, ordinance administration focuses on technical deficiencies and offers little or no suggestion of alternative approaches that may better fulfill community goals and fit community character. In some communities, this compliance review is the only planning that occurs.
- II. Some places lack elected and appointed leadership with a vision for the community's future (that includes its past and present) and the implementation strategy and resources needed to enable or catalyze that future to occur.
- III. Only a small number of municipalities use the two municipal-level historic preservation planning programs, Act 167 or Certified Local Government, available in Pennsylvania. To date, there are 158 local historic districts certified under Pennsylvania's Act 167 in 96 (0.04%) municipalities. There are 45 municipalities (0.02%) designated as Certified Local Governments through a National Park Service program administered by PA SHPO.
- IV. The Municipalities Planning Code contains language related to historic preservation and the mandate for municipalities to address historic resources in their comprehensive plans and ordinances; however, this language lacks the kind of structure and definition needed to help municipalities integrate historic resources into comprehensive plans and ordinances in a thoughtful manner.
- V. Many municipalities lack sufficient staff resources (in number and skill) to administer zoning or other planning-related programs. Municipalities without dedicated planning staff often rely on county planning commissions or private consultants to develop plans and administer zoning ordinances.
- VI. Historic resources and preservation programs are often politically contentious issues, resulting in bare attention in planning documents without strong integration into other planning elements, such as transportation, housing or economic development, and their community development objectives.

## Causes and Influences:

1. Some elected officials, municipal staff and/or the public perceive planning, in general, as a waste of time and ineffective, with no real power to affect development, how it is done, or how it impacts their community.
2. Planning takes time and effort (and cost), whether led by in-house planning staff or by hired consultants.
3. Fear of costly legal challenges to a historic preservation vision and its resulting strategy stem from an inadequate understanding of the legal basis for planning and preservation.
4. Lack of knowledge to identify preservation opportunities and/or perform or advise/oversee historic preservation activities (planning or projects) gets in the way of even considering preservation activities.
5. Municipal leaders and the public often view historic preservation negatively or associate it with a particular place, such as a local historical landmark or house museum. They see historic preservation as only a property rights issue rather than a planning tool to manage change within their communities.
6. There are few incentives available to encourage and support municipalities to meet their planning responsibilities, particularly with regard to the historic preservation component of their comprehensive plans.

## Potential Implications for Historic and Cultural Resources

- A. Historic and cultural resources are unidentified and undervalued, individually and collectively, as elements of the community fabric and opportunities for economic revitalization.
- B. Review of a single development proposal for its site-specific change often lacks perspective on systemic impacts (or impacts to the community fabric); transportation/traffic is perhaps the exception.
- C. Poor planning leads to reactive decision-making wherein historic resources are unidentified, inadequately considered, or even ignored.



## ISSUE 2: Pennsylvania has an incomplete network of historic preservation leaders, advocates and allies.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

### Related Themes from Public Engagement:

X	Attitudes / Perceptions	X	Demographics	X	Economics	X	Education
	Incentives	X	Leadership		Local/Municipal		Planning
	Resource Specific:						

### Definition and Context:

- I. There is no established formal network of preservation-oriented organizations working to implement a mutual, coordinated agenda to further preservation in Pennsylvania through education, best practices, policy/planning and legislation. Such an agenda would bring together a variety of individuals, groups and representatives to work collaboratively toward mutual goals.
- II. Existing preservation-oriented organizations (meaning their mission is focused solely or primarily on historic preservation) do not tend to be well connected to each other. When challenges arrive, it can be difficult to engage support, particularly in areas of the state without a preservation network. Collectively, heritage areas tend to be more active than other preservation organizations, and they are among the few groups that operate at a multicounty level.
- III. The most common forms of preservation entities include the following:
  - o Advocates who educate the public and community leaders (and future leaders) about the importance and “how-to” of historic preservation and lead efforts to craft preservation policies and save historic places; these include building- or site-specific organizations and Main Street community revitalization groups
  - o Community members who identify resources that are important to their community identity and character/sense of place
  - o Community leaders who establish and administer policies that protect identified, valued resources
  - o Partners who collaborate to leverage resources/funding for mutual projects and benefits
  - o Supporters who contribute time/effort and funds to historic preservation education, planning and implementation; these include county and regional conservancies with dual land conservation and historic preservation mission and heritage regions
  - o State agency staff who administer the federal and state historic preservation program and are partners in select projects
- IV. A network of preservation activists emerged in the 1970s and grew broad and deep across the commonwealth in the late 20th century but has weakened significantly since 2000 as groups lost momentum because funding for staff and/or programs has been reduced or eliminated, generational turnover has left groups without leadership, and membership has waned. While many organizations still exist throughout the commonwealth today, much of the state has little or no network to support and assist in preservation policy development/retention, saving threatened places and integrating preservation planning into priorities and projects, such as community development and revitalization, land conservation and heritage tourism at the county or local level.

- V. Preservation organizations are active in the two densest regions of the state, while multiple regional and statewide nonprofits strive to support preservation, archaeology, community revitalization and land conservation across the rest of the state. With the exception of a few countywide organizations and heritage areas, community- and regional-level advocates, supporters and partners are scarce or missing.
- Preservation Pennsylvania is the only statewide nonprofit organization focused specifically on historic preservation issues. The organization maintains a board of directors with members from across the state and a small staff, but persistent capacity issues have hampered their ability to have broad impact throughout the state.
  - State and national heritage areas cover many portions of the commonwealth, particularly areas with historic ties to industry and with significant natural resources, such as rivers and forests. Heritage area management entities vary greatly in terms of capacity and emphasis. Some heritage areas routinely offer preservation-oriented programs and many support preservation projects through subgrants.
  - The Preservation Alliance for Greater Philadelphia is a large regional organization in southeastern Pennsylvania. Although the organization's service area includes Philadelphia and surrounding counties, its principal area of concern is the city.
  - The Pittsburgh History & Landmarks Foundation (PHLF) and Preservation Pittsburgh are regional preservation organizations in southwestern Pennsylvania with interests in advocacy, planning and, in the case of PHLF, historic real estate development.
  - There are several established county-level organizations and numerous local preservation-oriented groups throughout the state. Although there is no formal census of these organizations, anecdotal evidence suggests that these groups are most prolific in the southern half of the state and in larger metropolitan areas such as the Lehigh Valley, Chester County and Erie County.

## Causes and Influences:

1. Cultural shifts in residential and work locations (increased commute time), disposable income, leisure time and activities, and competition with other causes (environmental or not) have impacted civic engagement.
2. Public perception about the connection between historic preservation and property rights can make discussions about the significance of a place and the importance of its protection challenging. The same cannot be said for books, documentaries and films that tell the stories that make up history.
3. The generation that created and grew the preservation network is nearly gone; few are able to actively participate. The Millennial generation, however, shows a stronger interest in the character of place and may take interest.
4. There is a lack of financial resources for network development, as well as for staff and programming
5. There are strong attitudes and perceptions that older and historic places, either individually or collectively, are not valuable and/or not a high priority for strained public and private resources.
6. The public (such as property owners, elected leaders and municipal staff) often perceive preservationists as reactive and bothersome, standing in the way of progress, economic development, and more important community priorities. Preservationists, whether advocates or professionals, whose behavior reinforces this perception or are well-meaning but misinformed often perpetuate myths about "hysterical" preservation.

## Potential Implications for Historic and Cultural Resources:

- A. Historic preservation has lost capacity and momentum as the preservation network has declined at the local and regional levels.
- B. Historic resources that have "come of age" since the 2000s are at greater risk of loss and impact from modern development.
- C. The public finds it difficult to understand the historic significance and importance of historic resources that were built during their lifetimes, threatening the preservation of historic resources built after World War II.

**ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.**

**Related Issues:**

ISSUE 2: Pennsylvania has an incomplete and fractured network of historic preservation leaders, advocates and allies.

ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

ISSUE 5: Cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment and deferred maintenance.

ISSUE 6: Pennsylvanians have a limited understanding of and appreciation for archaeology.

**Related Themes from Public Engagement:**

X	Attitudes / Perceptions		Demographics	X	Economics	X	Education
X	Incentives	X	Leadership	X	Local/Municipal	X	Planning
X	Resource Specific: archaeology, cemeteries and burial places, residential neighborhoods, churches						

**Definition and Context:**

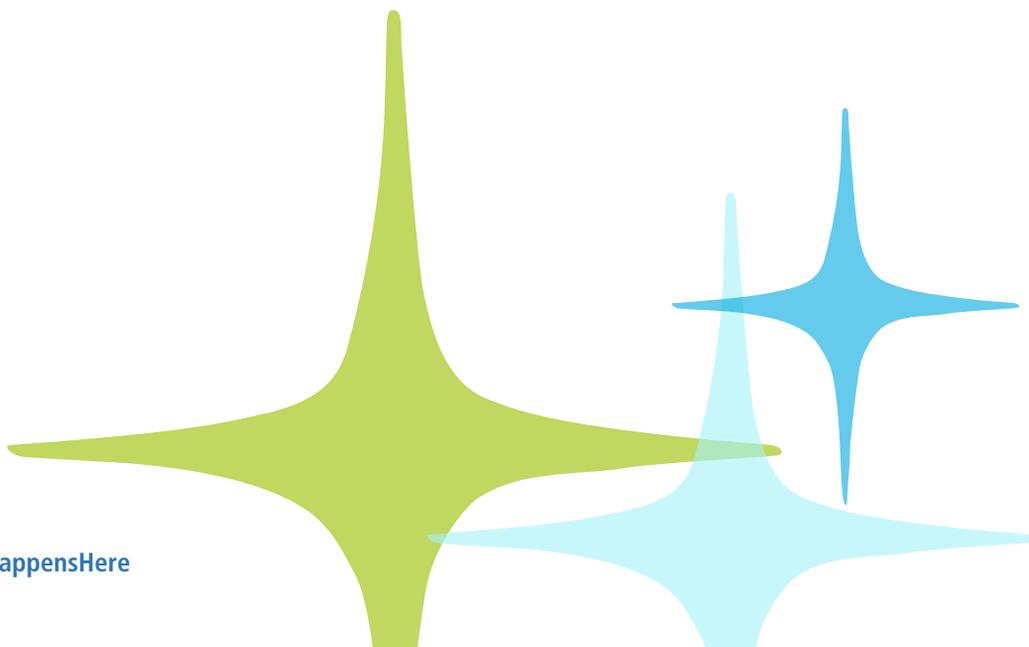
- I. A wide range of individuals and groups need practical knowledge and tools to be or to become “good stewards” of historic places. They include, but are not limited to, the public, homeowners, plan and policy makers, preservation groups (nonprofits), code enforcement officers, property owners/managers, and even contractors providing services.
- II. “Knowledge and tools” includes access to information about historic preservation, the benefits of preservation planning, and value and appreciation of historic places (including archaeological sites) presented in a variety of manners to all Pennsylvanians.
- III. Across Pennsylvania, in all types of communities, property owners, particularly in residential neighborhoods, struggle with maintaining their historic properties because they:
  - lack ability, time or financial resources for structural and cyclical maintenance
  - don’t understand the importance of cyclical maintenance for older buildings
  - lack the knowledge to perform or advise/oversee historic property maintenance
  - have limited access to qualified contractors and consultants and appropriate materials
- IV. Communities need broad, comprehensive education about local history, historic places in their communities, community identity, historic preservation, and the tangible and intangible value and benefits to everyone. Public education needs to be inclusive and accessible. Peer-to-peer knowledge transfer of successful tools (policies and practices), and lessons learned from less-than-successful efforts are critically important, but training, tools, products and services are needed.
- V. The preservation toolbox is lacking consistent, credible, practical and accessible resources to educate audiences and a marketing strategy to combat misperceptions.

## Causes and Influences:

1. Property maintenance isn't taught; it's learned out of one's need or by one's value for preserving function and/or aesthetic. Property owners are not aware of how to maintain their historic properties. Those who want to steward their properties lack convenient access to practical maintenance guidance.
2. Socioeconomic and cultural trends demonstrate preference for low maintenance structures that require little time, effort or money to maintain.
3. Demographic changes across Pennsylvania, particularly in the northeast, north-central and northwest regions, contribute to the lack of ability and financial resources to maintain historic properties, especially owner-occupied residential buildings. Aging and poorer populations are faced with deteriorating building stock.
4. The standardization and "plastification" of building materials (e.g., windows, doors and trim over locally built styles) has made mass-produced materials less expensive. As a result, traditional materials and custom sizes have become more expensive. Material quality and durability have also declined.
5. Home improvement became synonymous with energy efficiency (which was paramount to appearance/aesthetics/character) after the 1970s energy crisis.
6. A do-it-yourself movement emerged from big box home improvement retailers and home improvement cable channels in the 1990s. Many homeowners are proud to say, "I saved a bundle by doing it myself." Cost savings don't compare to the quality and integrity of a skilled craftsman or contractor services. In addition, big box hardware and lumber retailers squeezed out knowledgeable local suppliers who could also provide referrals to qualified craftsmen and service contractors.

## Potential Implications for Historic and Cultural Resources:

- A. The integrity of single structures and neighborhoods is at risk as properties are lost because of deterioration, deferred or inadequate maintenance, and poor planning. This may also affect the character of many modern structures that could one day be "historic."
- B. Property values may be affected by low quality "improvements."
- C. Inconsistent enforcement of building, zoning and other codes is perceived to stifle rehabilitation, which in turn can lead to blight and demolition. It makes it difficult for owners of historic properties, HARBS/ commissions and preservation advocates to understand and work with municipal priorities.



**ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.**

**Related Issues:**

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

ISSUE 5: Cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment, and deferred maintenance.

**Related Themes from Public Engagement:**

X	Attitudes / Perceptions	X	Demographics	X	Economics	X	Education
	Incentives		Leadership		Local/Municipal	X	Planning
X	Resource Specific: Churches and other types of sacred places						

**Definition and Context:**

- I. Sacred places, such as churches and other places of worship, are landmarks and anchor institutions in many Pennsylvania communities. They are often large, architecturally distinct structures located in community centers.
- II. When religious organizations fold, churches and other places of worship are sold or simply abandoned. These structures may sit vacant for long periods of time, deteriorating from lack of maintenance and becoming targets for demolition or redevelopment.
- III. Some communities want the buildings to remain publicly accessible and in public use.
- IV. Such buildings can be difficult to reuse (or to even imagine reusing), whether for private or public use, because of their design features (e.g., large volumes of space, religious symbolism, limited parking).
- V. Nonreligious owners may make insensitive architectural modifications in adapting the structures for their use. As a result, building and property character are changed and community character may be impacted.

**Causes and Influences:**

1. Many mainline Protestant congregations have declined in size because of demographic and cultural changes. Aging populations, combined with cultural trends toward individual faith, not institutional worship—particularly among Millennials—translates into fewer new members attending and financially supporting faith-based institutions.
2. The spatial needs of existing congregations have changed and these needs often spur radical alterations to an existing building, demolition of the building, or a new building in the same or new location. Here are some examples:
  - A congregation ministering through community outreach may need a large flexible room for various events (dinners, concerts, indoor sports).

- An aging and dwindling congregation may not be able to maintain its building and/or pay for heating, electricity or other utilities for a larger, older building; it may relocate to a smaller, more energy-efficient building. Also, the congregation may not have the organizational or financial capacity to adapt the building to the needs of its older congregants, such as ramps, handrails, elevators and parking.
  - A growing congregation may not be interested in or able to physically expand their existing building; it may leave in favor of a newly constructed, multiuse, reduced maintenance building.
3. As longtime residents leave an area, new population groups of different faiths may move in and need different types of worship space than those left by the previous populations.
  4. Members have become less active in and less financially supportive of church ministry, including property maintenance, resulting in closure or consolidation of congregations.
    - Less active and less financially supportive members are likely a result of aging population and financial challenges in today's environment.
    - Cultural shifts affecting where people live, where they work and commute, their hobbies or interests (particularly in families with pre-K–12 children), and their amount of free time have altered how people view a commitment to their religion or faith-based institution.

### **Potential Implications for Historic and Cultural Resources:**

- A. Fewer members and dwindling financial support leads to the closing and/or abandonment of buildings of worship. An example would be Catholic dioceses closing local parish churches and consolidating services.
- B. Faith-based institutions and centers of worship are/were anchor buildings in communities and neighborhoods. As these buildings are abandoned or sold, the surrounding area can also decline or the buildings are developed in ways that are not preservation sensitive or supported by the community.
- C. Churches and other sacred places were designed with strong, visual religious symbolism. Many were also built by immigrant craftsmen skilled in masonry, carpentry, roofing and stained glass, using both native/local and imported materials. These details are not well documented. Changes to these structures can distort or remove the evidence of local history.

**ISSUE 5: Historic cemeteries and burial places in Pennsylvania face significant threats from development, neglect, abandonment and deferred maintenance.**

**Related Issues:**

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

**Related Themes from Public Engagement:**

	Attitudes / Perceptions	X	Demographics		Economics	X	Education
	Incentives	X	Leadership	X	Local/Municipal	X	Planning
X	Resource Specific: Cemeteries/Burial grounds						

**Definition and Context:**

- I. The terms “burial grounds” and “cemeteries” include public places and those associated with places of worship as well as private/family plots. The scope of this issue is limited to historic period burials and does not address Pre-Contact (Native American) burial sites, which are addressed in Issue 6 about understanding and appreciating archaeology.
- II. While Title 9 of the Pennsylvania Consolidated Statutes addresses the long-term management of cemeteries and burial places, Pennsylvania’s legal framework for the management and treatment of cemeteries, burial places and human remains is incomplete; it does not adequately address issues related to unmarked or abandoned burial places.
- III. Management of burial grounds and cemeteries includes maintenance and repair of markers, lawns and landscaping, property boundaries/fencing, and safe access for visitors, as well as records management.
- IV. Burial grounds and cemeteries are vulnerable to redevelopment in all contexts and community types.
  - They may be known but inactive (no more burials) and abandoned with no active steward.
  - They may be known and active but with dwindling resources for long-term management.
  - They may not be known to present-day generations because of the removal of above-ground markers or other clues and could be inadvertently unearthed.

## Causes and Influences:

1. Many stewards of historic burial places and cemeteries face significant maintenance responsibilities with extremely limited financial resources. Stewards include religious institutions (some that face their own sustainability challenges as discussed in Issue 4), nonprofit associations, and even volunteer caretakers.
2. Increasingly Americans are choosing cremation over casket burial. Environmental ethics (land conservation), lower cost, and options for placement of the ashes are among the reasons for this trend. This shift has resulted in fewer burials, and thus reduced revenue for operations, at burial places and has drawn community attention and appreciation away from burial places.
3. As more Americans move away from the areas in which their families have lived for generations, they are less likely to visit burial places and cemeteries and be advocates or financial supporters for care and maintenance.
4. Burial places and cemeteries associated with African American history and culture are particularly threatened, especially outside of the greater Philadelphia and Pittsburgh areas, in part because of their locations, diminishing church congregations, infrastructure and other development, and the public's lack of awareness.
5. Burial grounds and cemeteries with small, ground-level markers or no markers lack visual clues to their presence and significance, and are easily overlooked in the landscape.
6. Unmarked graves are unlikely to be accounted for in a project planning process.

## Potential Implications for Historic and Cultural Resources:

- A. People who unearth human remains are uncertain how to respectfully handle, relocate and rebury them.
- B. Development projects, particularly in urban environments, may continue to unearth former burial places and cemeteries. Property owners pushing for projects to stay on schedule and on budget may ignore, or be resistant to, calls to delay or stop work for adequate study and reburial.
- C. Public projects may also reveal the location of unmarked graves, burial places and cemeteries. When this occurs, both the resource and the project are at risk.
- D. The loss of burial places and cemeteries disconnects descendant communities from their past and our collective past. They can be one of the places that reflect a community's culture and history.
- E. Historic period cemeteries and burial places should not be treated as archaeological sites for fear that they would be disturbed and disrespected by caretakers, the public and families.

## ISSUE 6: Pennsylvanians have a limited understanding of and appreciation for archaeology.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.

### Related Themes from Public Engagement:

X	Attitudes / Perceptions		Demographics		Economics	X	Education
	Incentives		Leadership		Local/Municipal	X	Planning
X	Resource Specific: Archaeology						

### Definition and Context:

- I. Like historic preservation at large, archaeology has struggled to define its relevance to modern society. Archaeology has the ability to bring information from our past to bear on present-day social, environmental and political problems such as environmental sustainability, warfare, urbanism and conservation. Archaeology adds a new layer of depth to a person’s—and a community’s—sense of place.
- II. Many people view archaeology as “the broken remains” of ancient cultures or Native Americans, rather than considering the underground evidence of recent and long-ago citizens who shared the same space.
- III. Historical archaeology often focuses on giving voice to the voiceless in our historical record, such as slaves, women, children and ethnic minorities.
- IV. Archaeology includes the first-hand experience of “discovering” and “uncovering” the past.
- V. Pre-Contact (Native American) burial sites are part of this issue, but not all prehistoric sites are burial grounds.

### Causes and Influences:

1. Archaeological resources have few if any surface-visible clues; they can be hard to identify and plan for.
2. Identifying archaeological resources can be somewhat costly and labor-intensive. Methods such as geophysics, metal detecting, local probability models, and comprehensive historical research can help with planning and potentially offset costs.
3. Often, resources are collected and/or sites excavated but never recorded with SHPO for inclusion in the GIS database of known sites across Pennsylvania.
4. A lack of cultural resources staff within state land management agencies makes identifying, documenting and planning for archaeological sites within our large public landscapes challenging.

5. Regulations that exempt certain project types from cultural resources review (for example, new gas wells under 10 acres) may cause damage or destruction of archaeological sites.
6. Pennsylvania lacks a coherent structure for communication among educational institutions, agencies and advocates. This inhibits building consensus for an accepted research agenda to fill gaps in our knowledge (or understanding) of the historic and prehistoric past.
7. Findings and results from archaeological research, site investigations, and reviews are not distributed to the public in a consumable way. Information and findings don't find their way into community histories. (The same can be said for aboveground historic resources.)
  - In many cases, the location of archaeological sites cannot be shared with the public because of the threat of looting and other similar concerns. Some interpret this as "no information can be shared." This situation is similar to the need to protect rare, threatened or endangered species in their environments.
  - Archaeologists need to be conscious about communicating to the public (and lay historians who can help share news with the public) and providing more participatory activities for the public that connect to their community history.
8. Archaeological findings too rarely connect with aboveground historical research findings (and vice versa) to tell a cohesive story of the past and present.
9. The pop culture perceptions of archaeology (Indiana Jones, Laura Croft) has shaped public misperceptions about archaeology and how it is done.
10. While Title 9 of the Pennsylvania Consolidated Statutes addresses the long-term management of cemeteries and burial places, Pennsylvania's legal framework for the management and treatment of cemeteries, burial places and human remains is incomplete; it does not adequately address issues related to unmarked or abandoned burial places. For example, Native American burial places do not have even the basic protections that historic period burial places have.

### **Potential Implications for Historic and Cultural Resources:**

- A. Unknown or unidentified archaeological sites are at risk from infrastructure and property development, particularly in smaller or private projects not requiring cultural resources review.
- B. If public awareness of the value and benefits of archaeology is not increased, physical sites and knowledge of our past are at greater risk of being lost.
- C. Historical archaeology's focus on daily life and underrepresented stories can create a bridge between the past and the present through tangible objects.
- D. Looking for the ways of life and stories of underrepresented groups, such as African Americans, Native Americans and women, can help to better understand their past and present human condition and restore equality in places where it has been

## ISSUE 7: Pennsylvania’s historic communities are increasingly vulnerable to flooding, which threatens resources and community character.

### Related Issues:

ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.

### Related Themes from Public Engagement:

Attitudes /Perceptions	X	Demographics	X	Economics		Education
Incentives		Leadership	X	Local/Municipal	X	Planning
Resource Specific:						

### Background:

As part of the Disaster Relief Appropriations Act (P.L. 113-2), designed to streamline disaster assistance related to Hurricane Sandy, the National Park Service awarded more than \$7.6 million in grants to eight states. Early in 2014, PA SHPO was awarded \$1.5 million to help stabilize or repair historic properties damaged by Hurricane Sandy and undertake disaster-related planning initiatives. In accepting this award, PA SHPO agreed to the stipulations of the Hurricane Sandy Grant and Cooperative Agreement, which outlines each of the special conditions of the Hurricane Sandy Disaster Relief program and clarifies PA SHPO’s responsibilities as stewards of the federal funds.

Among the special conditions of the grant and agreement is Special Condition #32, reproduced below, a requirement that PA SHPO integrate considerations for disaster mitigation, response and recovery planning into the next update of the Pennsylvania Statewide Comprehensive Historic Preservation Plan, while also working with the Pennsylvania Emergency Management Agency to ensure historic preservation considerations are sufficiently integrated into the [Pennsylvania State All-Hazard Mitigation Plan \(2013\)](#), [Commonwealth Emergency Operations Plan \(2017\)](#), and State Predisaster Recovery Plan (anticipated in 2019), all for the very first time.

*Special Condition #32 Disaster Planning: The state will be required to address cultural resource disaster planning, response and recovery in its Comprehensive Statewide Historic Preservation Plan, as required in Section 1(b)(3)(c) of the NHPA. This includes, but is not limited to: a review of their existing disaster response and recovery plans, partnerships, and procedures; identifying those areas/historic resource/cultural collections, etc. most vulnerable to and in need of additional historic preservation assistance and expertise in disaster planning, response and recovery; and actively working with their statewide emergency management agencies/organizations to ensure cultural resources are properly considered in all state and local hazard mitigation planning efforts.*

### Definition and Context:

- I. Flooding is Pennsylvania’s most common natural hazard. Storm frequency and intensity, which lead to flood conditions, have increased in recent years. Natural disasters such as fires, hurricane-related damage (other than flooding), tornados, droughts, earthquakes, weather extremes, and snow and ice storms (other than flooding) occur to a lesser extent in Pennsylvania.
- II. Many of Pennsylvania’s historic communities developed along rivers and streams, which provided fresh water supply, inexpensive transportation and mill power. Many historic downtowns—the original community centers, even those blocks from the waterway—are impacted.
- III. Sea levels along Pennsylvania’s river shorelines are projected to rise as a result of climate change. As the Atlantic Ocean level rises, waterways leading from the Delaware and Chesapeake bays through Pennsylvania will rise as a result.
- IV. Sea level rise could increase flood levels and expand flood zones along Lake Erie and the Delaware Estuary shorelines, potentially impacting properties previously designated “outside of the floodplain.”

- V. Repairing a flood-damaged structure can be cost-prohibitive for owners. State and federal property buyout programs provide financial compensation for the owner and often lead to demolition of structures as open space is restored. Damaged resources that do not receive adequate documentation before demolition are lost and community character is changed.
- VI. Hazard mitigation describes sustained actions taken to prevent or minimize the long-term risks to life and property from hazards. Predisaster mitigation actions are taken in advance of a hazard event and are essential to breaking the disaster cycle of damage, reconstruction and repeated damage. With careful selection, mitigation actions can be long-term, cost-effective means of reducing the risk of loss.
- VII. The Disaster Mitigation Act of 2000 (DMA 2000), Section 322, requires that local governments (communities/counties), as a condition of receiving federal disaster mitigation funds, have a mitigation plan that describes the process for identifying hazards, creating a risk assessment and vulnerability analysis, identifying and prioritizing mitigation strategies, and developing an implementation schedule.
- VIII. Congress authorized the establishment of a federal grant program to provide financial assistance to states and communities for flood mitigation planning and activities. The Federal Emergency Management Agency (FEMA) has designated this Flood Mitigation Assistance (FMA).
- IX. Only rarely, and typically in the wake of a disaster, do preservationists and disaster planners engage in conversations about how shared goals can be met. More commonly, a community's historic preservation plan does not identify natural hazards as threats, and its disaster mitigation plan does not identify the unique predisaster needs or postdisaster benefits of historic resources.

### Causes and Influences:

1. Pennsylvania's flood hazards are exacerbated by historical settlement along its extensive waterways.
2. Both upstream and downstream conditions affect localized flood levels, and communities have little or no control over conditions in either location. Upstream development increases stormwater volumes and upstream flood controls restrict water's access to floodplains, both impacting downstream communities with rising flood levels. Similarly, downstream development and flood controls increase volume and decrease infiltration, creating backwater flooding in upstream communities.
3. The 2012 Biggert-Waters Insurance Reform Act legislation and the 2014 Homeowner Flood Insurance Affordability Act have allowed for substantial and significant changes to National Flood Insurance Program policies such as rates charged, surcharges, and reduced or expanded coverage areas.

### Potential Implications for Historic and Cultural Resources:

- A. Preservation activities can protect resources and sustain community character post-disaster, making communities more resilient. Pilot planning in Milton, Northumberland County, and statewide post-Hurricane Sandy has identified best/successful practices for integrating historic preservation with hazard mitigation planning.
- B. There are 849 boroughs and 56 cities in Pennsylvania that participate in the National Flood Insurance Program. Therefore, more than 900 communities in Pennsylvania will experience impacts related to the Biggert-Waters legislation. Increased insurance rates mean flood insurance may no longer be affordable to those living in—or identified as living in—a floodplain.
- C. Most notable impacts include the increased cost of flood insurance for individual property owners. When aggregated, however, these increased costs associated with living in historically affordable locations will change the dynamics of living and doing business in many communities throughout the country. Much of the northeastern United States has its roots and economies built around towns that are located along waterways. Each of Pennsylvania's major waterways supports dozens of population centers, all of which were established long before the National Flood Insurance Program was enacted.
- D. Integrating preservation planning and disaster planning can play a significant role in community resilience. Preservationists and disaster planners can improve prospects for collaboration by improving the quality of data on at-risk historic resources.

**ISSUE 8: The financial realities facing Pennsylvanians and their municipalities hinder preservation efforts that have the potential to bring economic benefits and rally pride in communities.**

**Related Issues:**

- ISSUE 1: Pennsylvania does not have a strong local planning culture or adequate policies, tools, and resources to (or that) thoughtfully incorporate historic resources into municipal planning efforts.
- ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.
- ISSUE 4: Historic sacred places throughout Pennsylvania are generally viewed as significant community assets but are increasingly vulnerable to loss as a result of disuse, development pressure, and deferred maintenance.

**Related Themes from Public Engagement:**

	Attitudes / Perceptions	X	Demographics	X	Economics		Education
X	Incentives		Leadership	X	Local/Municipal	X	Planning
	Resource Specific:						

**Definition and Context:**

- I. Property owners and communities, particularly residential and smaller economically challenged ones, lack the financial resources to carry out any preservation activity or hire knowledgeable help.
- II. Financial needs run the gamut from building repairs to organizational support to redevelopment opportunities. For many property owners, the cost of period- and character-appropriate replacement materials (whether required or just desired) is prohibitive.
- III. Municipalities interested in historic preservation often lack the financial resources to plan for historic properties. This includes access to professional planning and preservation assistance to identify needs and assets, survey existing buildings and neighborhoods, and integrate preservation with community and economic development goals.
- IV. In smaller communities, elected leaders, municipal staff and property owners are often not aware of the available assistance and incentives for preservation, as well as how programs not identified specifically for preservation can be used to support preservation work.

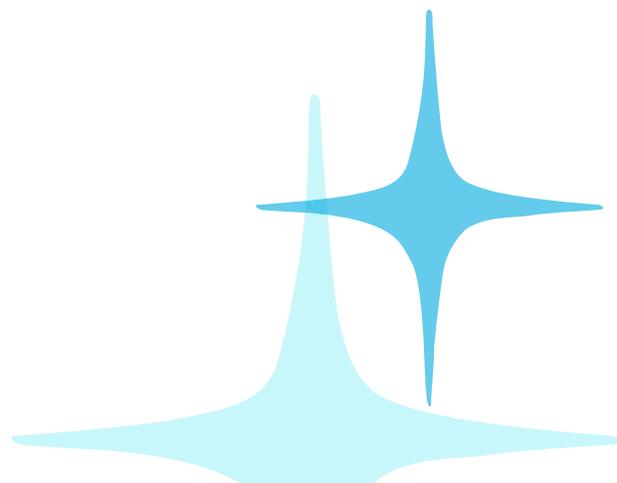
**Causes and Influences:**

- 1. Changing demographics, particularly in northern and central Pennsylvania, have reduced the size and wealth of municipal tax bases. Many municipalities struggle to provide even basic services.
- 2. Actual or perceived costs of preservation are prohibitive, particularly if required to adhere to local regulations. Contributing to this perception is the transient nature of American society. The average property owner doesn't stay in their house long enough to recoup the investment or appreciate the benefit of quality maintenance and improvements.
- 3. Economic development, as public investment, is used to justify demolition of historic properties.
- 4. Real estate valuations and return on investment are two economic factors that influence the retention and reuse of historic properties.

5. Economic investment in preservation is shown to bring positive benefits to the local economy and community character through heritage tourism, improved property maintenance, and fewer vacant properties. The negative perception persists that preservation activities and protections threaten the local economy through tax increases and other financial burdens.
6. The existing State Historic Tax Credit program is limited in its ability to assist most property owners undertaking redevelopment projects because of the limited amount of funds available and restrictions on its use and distribution.
7. The Federal Historic Tax Credit program has been successful in rehabilitating historic properties in Pennsylvania. In practice, the program is more accessible to and beneficial for high-dollar rehabilitation projects in urban areas, often run by property developers skilled in large-scale redevelopment projects and with the resources to hire architects, accountants and preservation consultants familiar with the historic tax credit application, process, requirements, and “The Secretary of the Interior’s Standards.”
8. Small(er) dollar projects in smaller communities have more difficulty using the historic tax credit because a) developers do not see a similar return on investment and are therefore not attracted to properties in smaller communities and b) property owners who are not property developers lack the knowledge and experience to navigate the tax credit program.
9. Current legislation and policies incentivize demolition and new construction instead of reuse and rehabilitation and do not provide for financial support for projects in crisis.
10. The International Building Code (IBC) and International Existing Building Code (IEBC) do not adequately address the challenges involved in preparing an existing older and/or historic building for continued or new use and are interpreted and enforced consistently in Pennsylvania. This can result in costly modifications for property owners for issues such as life/safety upgrades and ADA access. Property owners with few financial resources may, as a result, abandon an existing property or make modifications without the benefit of guidance for preservation-sensitive solutions.

### **Potential Implications for Historic and Cultural Resources:**

- A. The economic health of a community directly influences preservation activities like property maintenance and property ownership, which in turn influence community character and sources of revenue through efforts like heritage tourism.
- B. Changing demographics of property owners (principally poverty and aging) negatively affect historic buildings and communities because of the lack of financial resources to upgrade and maintain properties. Conversely, the rising popularity of home makeover shows often results in maintenance-free exterior “upgrades”, alteration of original floor plans for open kitchens and living spaces, and loss of original features and materials in kitchens and bathrooms as they are remodeled for current taste—all of which impact integrity and long-term value.
- C. Limited access to qualified contractors and appropriate building materials drives up the cost of restoration or rehabilitation work.



**ISSUE 9: Rural landscapes and agricultural properties across Pennsylvania face varied preservation challenges from sprawl and speculative development to demographic factors and access to financial resources.**

**Related Issues:**

- ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.
- ISSUE 2: Pennsylvania has a thinning network of historic preservation leaders, advocates, and allies.
- ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.
- ISSUE 10: Pennsylvania’s state-level programs are not aligned or administered to support preservation through collaborative funding, streamlined processes, and strategic program coordination.

**Related Themes from Public Engagement:**

X	Attitudes / Perceptions		Demographics	X	Economics	X	Education
	Incentives		Leadership	X	Local/Municipal	X	Planning
X	Resource Specific: Barns, farms, agricultural outbuildings, fields and open space						

**Definition and Context:**

- I. In rural communities, crossroad villages, farmed land and forested terrain are the elements of the historic community fabric and can be just as important as the historic buildings.
- II. Challenges to preserving rural character, agricultural properties and open space differ throughout Pennsylvania depending on demographics and economics.
- III. In many communities, rural and agricultural buildings are being preserved while the surrounding landscape is changing.
- IV. Lack of financial and economic resources at an individual and community level threaten historic small towns and rural areas where preservation is not a prioritized need.
- V. As infrastructure projects are planned and built, particularly transportation-related improvements, small crossroads villages are threatened by the expansion of existing corridors (in response to or in anticipation of more traffic from new development) or the construction of new corridors through or around the community.
- VI. Speculative development has been on the rise in growing regions. Lands are cleared of vegetation, (historic) buildings are demolished, and street and sidewalk infrastructure is constructed in expectation of home sales that may or may not come. Development locations are made shovel-ready for construction with little or no consideration for the reuse of older and/or historic buildings in nearby communities.

## Causes and Influences:

1. Poverty and aging residents without the ability to maintain active farms lead to abandonment of farms, the loss of agricultural buildings, and altered viewsheds when fields are uncultivated and left to nature.
2. Few municipal regulations are in place in rural townships to protect historic resources. In many cases, historic buildings still stand because property owners do not have the financial resources to demolish or alter their properties.
3. The natural gas industry, whether through the construction of wellheads or pipelines, has brought new construction jobs (and population to fill them) and new structures to Pennsylvania's rural landscape.
4. Development pressure in the southeast, south central, and Lehigh Valley regions has resulted in the sale and speculative development of rural land for housing developments, warehouses and industrial parks.
5. Tax incentives for new construction and industrial parks encourage development of open space with new construction over rehabilitation and reuse of existing buildings, particularly former industrial sites.
6. Historic preservation has not connected with the landscape with aboveground resources. Rural homes and other structures exist where they do because of the surrounding open-space landscape. Filling open space with development does not retain the historic contextual character even if the home itself is preserved.
7. Rural areas are very poor and have been depopulated. Where development does occur, people build new next to old, abandoning the old structure, which deteriorates and becomes a safety hazard.

## Potential Implications for Historic and Cultural Resources:

- A. Preservation challenges are different in a rural area where the natural elements are just as valuable as the buildings themselves and require a different approach to encouraging their preservation.
- B. Farm succession is a challenge in many areas of Pennsylvania and is both a demographic problem and a land preservation one. Without new generations to assume ownership, maintenance and farming operations, generational farms are at risk for abandonment or demolition.
- C. As new industrial parks are developed in farmland or very rural areas, dollars are invested in new infrastructure and roadways, which may result in a further loss of historic properties and landscapes.

**ISSUE 10: Pennsylvania’s state-level programs are not aligned or administered to support preservation through collaborative funding, streamlined processes, and strategic program coordination.**

**Related Issues:**

- ISSUE 1: Pennsylvania does not have a strong local planning culture or policies that thoughtfully incorporate historic resources into municipal or county planning efforts.
- ISSUE 3: Pennsylvanians want practical, accessible and relevant information that will enable them to communicate the values of historic places, care for and maintain older and historic buildings, and acquire the legal and financial tools to protect and enhance these resources.
- ISSUE 7: Pennsylvania’s historic communities are increasingly vulnerable to flooding, which threatens resources and community character. This issue is currently under study by PHMC; a revised description of this issue is expected upon study completion.
- ISSUE 8: The financial realities facing Pennsylvanians and their municipalities hinder preservation efforts that have the potential to bring economic benefits and rally pride in communities.
- ISSUE 9: Rural landscapes and agricultural properties across Pennsylvania face varied preservation challenges from sprawl and speculative development to demographic factors and access to financial resources.

**Related Themes from Public Engagement:**

	Attitudes / Perceptions	X	Demographics	X	Economics	X	Education
X	Incentives		Leadership		Local/Municipal	X	Planning
	Resource Specific:						

**Definition and Context:**

- I. Community and place-based programs and the environmental protections afforded by those programs can conflict with preservation priorities for historic resources, archaeological sites and landscapes.
- II. Community and place-based programs and the opportunities (economics, education) afforded by those programs often conflict with or do not take into consideration historic preservation programs, activities and ethics.
- III. Historic communities and resources are often at risk or lost when government agencies do not use or know about existing plans and community priorities related to historic and cultural resources.
- IV. Local governments lack the authority to oblige state and federal agencies to adhere to community priorities and needs established in comprehensive and strategic plans.

## Causes and Influences:

1. The structure of state and federal government agencies (siloes) hinders the exchange of ideas and information that could identify opportunities for collaboration.
2. Lack of knowledge about and misperceptions around historic preservation hampers interagency dialogue.
3. Agencies may see historic preservation as relating only to a single old building, rather than the more comprehensive nature of historic preservation that includes collective community character, contextual landscapes, and archeological sites.
4. Misunderstanding about historic preservation planning and the role history and preservation can play in Pennsylvania communities limits opportunities for preservationists to participate in other broader, nontraditional planning initiative and agency programs that also influence the built environment.

## Potential Implications for Historic and Cultural Resources:

- A. As public funding for many agencies and their community and place-based programs is reduced, fewer projects can be realized.
- B. If coordination of programs does not occur, agencies may promote programs with unintended consequences relating to historic preservation and landscape conservation.
- C. Environmental programs and cultural landscape conservation could benefit from more thoughtful and coordinated consideration so that historic landscapes and agricultural properties are not lost through reforestation and habitats.